

Agenda Item No. 4.1.6
For Agenda of Sept, 25, 2007

**TIGARD CITY COUNCIL
WORKSHOP
Meeting Minutes
August 21, 2007**

1. WORKSHOP MEETING

1.1 Mayor Dirksen called the meeting to order at 6:32 p.m.

1.2 Roll Call:

<u>Name</u>	<u>Present</u>	<u>Absent</u>
Mayor Dirksen	✓	
*Councilor Buehner	✓	
Councilor Sherwood	✓	
Councilor Wilson		✓
Councilor Woodruff		✓

1.3 Pledge of Allegiance

1.4 Council Communications & Liaison Reports: None

1.5 Call to Council and Staff for Non-Agenda Items: None

2. DISCUSS I-5 TO HIGHWAY 99W CONNECTOR PROJECT ALTERNATIVES

City Engineer Duenas introduced this item. I-5 Connector Project Team representatives, Lawrence Odell, Assistant Director of Land Use for Washington County; Russ Knoebel, Principal Engineer for Washington County; and Scott Richman of David Evans Associates were present.

Washington County Principal Engineer Knoebel gave a PowerPoint presentation on the I-5 to 99W Connector Project. A copy of his PowerPoint is on file in the City Recorder's Office. He said future predictions are that there would be 1,000 more vehicles on 99W per hour and 500 additional vehicles per hour on Durham Road, as well as 1,500 more vehicles per hour on 99W south of Tigard. He said this would be the

reality if no new facilities are built. He estimated that the demand for vehicles moving from east to west between I-5 and 99W would increase by 100%.

David Evans Consultant Scott Richman discussed the Regional Transportation Plan (RTP) Amendment process steps, which include developing a range of alternatives to meet the challenges. He presented the choices identified to improve transportation between I-5 and 99W, noting that each step includes obtaining citizen input through community forums and public hearings –

1. No-Build Alternative
2. Transportation Demand Management/Transportation System Management (TDM/TSM) Alternative
3. Enhance Existing System Alternative (ESSA)
4. Two Connector Alternatives within the Urban Growth Boundary (UGB) (4d and 4e)
5. One Connector Alternative partially outside the UGB (5b)

Consultant Richman said the State requires consideration of a no-build alternative as well as looking at existing system enhancements before recommending a solution that requires higher capital costs.

Mr. Richman said all connector alternatives connect with I-5 in the same place and he noted that the blue shaded area on the map extends well beyond the I-5 freeway because ODOT and the Federal Highway Administration will not allow a new direct interchange onto Interstate 5. He said it needs to be tied into the adjacent I-205 and Stafford Road interchanges and connected to those via auxiliary lanes or ramps that would not disrupt operations on I-5.

Mayor Dirksen asked if traffic would be able to flow directly from I-205 onto a connector without having to travel onto I-5. Consultant Richman said that was correct.

Councilor Buehner noted that on the draft maps a road is shown connecting Tualatin Sherwood Road with 72nd crossing over both the Tualatin River and the railroad tracks. She asked if getting another railroad crossing was possible. Mr. Richman said his understanding was that a railroad crossing or bridge would need to be grade separated and considering feasibility would be part of the analysis.

Councilor Buehner also said the route goes through Tualatin Park and Durham Park, which would significantly impact the newly connected park system. She asked if the Project Team had spoken with the City of Durham yet. Mr. Richman said they had not.

On Alignment 5B, Councilor Buehner remarked that the proposed east-west connector road in Tualatin needs to take into account the new high school built to the south of Tualatin High School and adjacent land owned by the school district.

Washington County Principal Engineer Knoebel said he heard concerns from Tigard Council last time he attended a City Council meeting that the farther south the I-5 to 99W corridor gets, the less assistance it would be for Tigard. He said preliminary data shows Alternative 4E has the potential to remove 1,000 vehicles per hour off of 99W north of Main Street in Tigard. Alternative 5B has the ability to remove 900 vehicles per hour and both alternatives could remove 250 trucks off of 99W, north of Main Street.

Washington County Assistant Land Use Director Odell said the five alternatives are being studied as though each individually would solve the issue at stake. He said, "Ultimately, the solution is going to be a combination of things." He also noted that the blue swaths on the maps are 1,000 foot wide and the actual alignments will be much less. He said these routes made the first cut because they avoided sensitive areas like the Tualatin National Wildlife Refuge, cemeteries and schools.

Mayor Dirksen asked Council for their comments. Councilor Sherwood said any one of the connector alternatives looked like it would remove a lot of cars. She stressed the importance of reducing truck traffic on 99W. She liked the idea that even if a connector is chosen, there will be some improvements to enhance the system.

Mayor Dirksen said a combination of a new route plus enhancements to existing roads was the most logical choice. He said the Council previously expressed concerns to the project team and steering committee about proposed routes being too far south, but it appears those routes have been taken off the table.

Councilor Buehner said it would be easier to look at the northern two alternatives rather than the southern one due to issues relating to being outside the urban growth boundary. She said the other issue is the viability of getting this land. She said the development that has occurred could make the right of way very expensive and asked for an estimate on the right-of-way cost. Washington County Principal Engineer Knoebel said the corridor location will be known within six months, but the right-of-way details will need to be worked out later. He said as soon as they know the route they will be out purchasing land in the corridor to protect the right of way.

Mayor Dirksen asked the City Engineer for his comments on the alternatives. Engineer Duenas said each has advantages and disadvantages but he noted that Alignment 4D connects to Roy Rogers Road which he felt makes a natural connection to Scholls Ferry Road. Engineer Duenas noted the next Steering Committee meeting was scheduled for August 22, 2007 and they have sought written input from the City of Tigard.

Mayor Dirksen said a letter was being finalized and would be delivered to the Steering Committee meeting the next day by its 12:30 p.m. meeting.

3. DISCUSS STRATEGIES FOR ESTABLISHING A CONTINUING DIALOGUE WITH THE OREGON TRANSPORTATION COMMISSION

City Engineer Duenas said the Council expressed interest in establishing a dialogue with the Oregon Transportation Commission members to raise their level of awareness of the traffic congestion problems on 99W and other state highways in the area. He said Tigard has a vested interest in talks about:

- > Highway 217 Widening Project
- > Hall Boulevard improvements and it being turned over to the City or County
- > Improvements on 99W Implementation Plan require more funding
- > Off-street projects

Inviting the Oregon Transportation Commission members to a Council meeting was suggested. Including only the OTC members who live in the Portland area was discussed. Councilor Sherwood said inviting all members might be more appropriate. Mayor Dirksen agreed that all should be invited soon so Tigard's needs can be made known. Councilor Buehner remarked that some topics, such as off-street projects, are issues in many communities.

Engineer Duenas said he would prepare a letter for Mayor Dirksen's signature inviting all the Oregon Transportation Commissioners to a future Tigard City Council meeting.

4. ANNEXATION ISSUES: REVIEW STATUS OF ANNEXATION PROGRAM OUTREACH AND REVIEW RECOMMENDATIONS REGARDING APPLYING A LOWER DENSITY ZONE TO DEVELOPABLE PROPERTY UPON ANNEXATION

Assistant Community Development Director Bunch introduced this item and said he would report on the status of Annexation Program outreach efforts and Assistant Planner Eng would then present an analysis about whether the City could apply lower density zoning in the Bull Mountain area upon annexation.

Annexation Program Outreach: Assistant Community Development Director Bunch said the City is in the process of implementing Council's direction to extend annexation invitations to property owners within 100 feet of the City's boundary. He said staff has mailed about 240 letters already, and will mail about 500 letters overall, informing property owners of the benefits of annexation and describing incentives. He indicated that City staff could be more proactive but there was a lot of other work for them to do

to implement Council's goals. He suggested that staff complete the mailings and if any property owners are interested in annexation then staff would meet with them. He said there have been no takers except for an annexation that is being processed for development purposes.

Councilor Sherwood said, "There was not a goal this year to annex property on Bull Mountain. I don't feel staff should be going out and trying to get people into the City." She said, "I don't want to spend any more staff time on this when we've got a Comp Plan... and a Downtown to do."

Mayor Dirksen said he agreed with both sides. He suggested that staff follow up on anyone expressing interest and that there was a duty to encourage what the City thinks is best. He said, "We set this program in motion and I think we should follow it through." He said he was not surprised that there was not a lot of response yet. He said the current level of energy the staff was putting into this is adequate due to their higher priorities.

Councilor Buehner said people tend to procrastinate and as the ending of the incentive program nears, there might be more interest.

Mayor Dirksen said the situation might be different if the City sees opportunities in specific properties because of other needs such as expanding the water storage reservoir or adding to the Cach Creek park property.

Council direction is for staff to finish their efforts with mailings and to process any requests that come in.

Applying Lower Density Residential Zones to Property upon Annexation: Assistant Planner Eng noted that Mayor Dirksen had asked staff to investigate the possibility of applying a lower density to developable property when it is annexed to the City. She said that after researching the necessary procedures, staff recommends against this proposal and that a better and more effective way to achieve lower density on Bull Mountain would be through the Comprehensive Planning process.

Assistant Planner Eng said the Tigard Municipal Code allows for zoning changes upon or after annexation through a process which would include either a Zone Map amendment or a Comprehensive Plan amendment. However, the zone change that has been proposed is one that would go into effect immediately upon annexation, which is counter to current policies in effect such as the Development Code, the Comprehensive Plan, the Metro Regional Functional Plan and the Tigard/Washington County Urban Planning Area Agreement (UPAA) and the State/Metro Housing Rule. She said it was also doubtful that the State and Metro would support significant Plan, Code and UPAA amendments or the incremental approach of initiating Plan and Zoning map amendments for individual, newly annexed properties. She said it might not be an

effective way to lower residential densities on Bull Mountain. Assistant Planner Eng said there were potential benefits to the proposal but they were not guaranteed, such as:

- > It might provide an incentive to annex because as larger lots become less common, and developers might want to develop at a lower density to meet a market demand.
- > There is a perception that annexing to Tigard automatically results in higher density than in the County, which is not necessarily true. This addresses those concerns.
- > The proposal might provide more low-density residential living opportunities in areas where lower density is more suitable due to the neighborhood characteristics or topography.

Assistant Planner Eng said there are many constraints to developing this change, including obtaining approval from many levels of government, including Washington County, State of Oregon and Metro.

Mayor Dirksen asked, "Are you saying that before we could implement a change we would have to go to these agencies and request their approval?"

Assistant Community Development Director Bunch said that in order to change the procedure Tigard would have to do some major legislative amendments. He said the City has to prove to Metro that agreed upon housing targets would not be affected. He also said the City and County have coordinated density plans and this would need to change.

Assistant Community Development Director Bunch said that for these reasons, the task would be complex yet the outcome would not be very significant because there is not that much land up there. Mayor Dirksen asked staff how much land would be impacted. Mr. Bunch said less than 50 acres.

Mayor Dirksen asked if this could be done as part of the Comprehensive Plan Update, noting that as the Comprehensive Plan is expected to be changed for the downtown, with mixed-use residential being added as well as a residential component in the Tigard Triangle, it might make up for housing units lost as a result of re-zoning on Bull Mountain. Assistant Community Development Director Bunch said this could be considered with the Urbanization segment of the Comprehensive Plan. This work is expected to be done near the end of the Comprehensive Plan update - twelve to fourteen months from now.

Mayor Dirksen asked how long it would take if done as a separate project. Mr. Bunch said it would not be any faster.

Councilor Sherwood expressed concern about a cost/benefit ratio of doing this only for areas coming into the City.

Councilor Buehner asked if the City would be able to do enough analysis in conjunction with the final zoning for the downtown area to know how increased density will affect the citywide density ratio. Assistant Community Development Director Bunch said staff would look at this and calculate a probable range of numbers to meet requirements and provide for a lower density opportunity elsewhere. He said these findings would become part of the Urbanization Chapter of the Comprehensive Plan Update.

Councilor Sherwood asked if this would have to be opened up to other areas of the City besides Bull Mountain, where people want to build on larger lots. Mr. Bunch said if we want to re-zone the areas on Bull Mountain, it would be within a specific geographic area, not necessarily City-wide. Councilor Sherwood said she felt this was overly generous to the people on Bull Mountain yet in her neighborhood there is one and one-half acres with 40 units being built on it. She said the City would be generous to one group but make everyone else keep smaller lots and she did not like this as a policy.

Mayor Dirksen replied that when he asked staff to look into this, his interest was just the feasibility and process, not whether or not it should be policy. He said if Council wanted to consider this as a City policy he thought they would need to look at the City as a whole and find if there were other areas where it would be logical to apply this.

Councilor Buehner said the property between Greenburg and Commercial is an important piece of land and she hoped it would be considered in the process.

The Mayor and Council complimented Assistant Planner Eng on her work making complex process clear and understandable.

5. BRIEFING ON LEGISLATIVE PROCESS OF THE COMPREHENSIVE PLAN UPDATE

Associate Planner Wyss briefed Council on the Comprehensive Plan update progress. He said staff has implemented a citizen involvement program consisting of several outreach methods but the primary activity for gathering input has been holding meetings with the Policy Interest Teams. He said the teams formulated draft goals, policies and recommended action measures which were then reviewed by Department Review Teams.

He noted that the Planning Commission decided to allow citizens three minutes of testimony at their workshop sessions and asked Council if they want to do the same.

Councilor Sherwood said, "I think it would be great to allow it. The three-minute limit is a great idea."

Associate Planner Wyss discussed the suggested Comprehensive Plan document outline and Council concurred with the choice to have it organized by Statewide Planning Goals. He said this would make it more clear, easy to use and readable.

Associate Planner Wyss gave Council an update on the first Comprehensive Plan Amendment. He said the Planning Commission held a workshop on July 16. A public hearing for Goal 6 – Environmental Quality, Goal 8 – Parks, Recreation and Open Space, and Goal 13 – Energy Conservation was held last evening. This amendment would be presented at the September 25, 2007 Council meeting and placed on the October 23, 2007 Council Business meeting agenda for a public hearing and Council consideration for adoption.

Councilor Buehner asked, “As we go through each piece, will it immediately be enforced?”

Assistant Community Development Director Bunch said as each chapter or series of chapters is adopted by Council and ordinances are passed, they become effective in 30 days. Mayor Dirksen asked if there was a problem having part of the Comprehensive Plan updated but other parts not updated. Mr. Bunch said the State provides a Post Acknowledgement Plan Amendment Process that allows updating of individual parts of the plan, instituted to ensure plans remain usable and current.

Assistant City Manager Newton asked if staff's intention was to have a wrap-up of the process at the end of the Comprehensive Plan. Associate Planner Wyss said they would.

At 8:07 p.m. Mayor Dirksen called a five-minute break. The City Council meeting resumed at 8:13 p.m.

6. DISCUSS MEMBERSHIP STRUCTURE OF THE COMMITTEE FOR CITIZEN INVOLVEMENT (CCI)

Associate Planner Roberts introduced this item for discussion. He noted the Committee for Citizen Involvement (CCI) is the City's officially recognized citizen involvement group whose members are currently drawn from two groups – a small pool of former citizen involvement facilitators and the City's other boards and committees. He said membership from current boards and committees has declined over time. He said another problem is that should any of the four currently serving facilitators resign, there would be none left from which to draw. He said staff recommends changing the membership structure of the CCI and the way members are appointed.

Associate Planner Roberts said the present CCI's small membership base limits the pool of potential members and restricts the participation of Tigard citizens. He said that

by creating at-large positions, citizens who have an interest in public involvement, have experience working in community engagement and who are willing to give their time would have an opportunity to serve on the CCI. He said another important benefit of having at-large positions is the opportunity to build partnerships with under-represented groups in the community. Staff and Committee Recommendations include:

- > Removing the board and committee CCI membership requirement and making board and committee membership voluntary, rather than mandatory.
- > Expanding the CCI's membership to include four at-large members appointed through the City's established application and interview process
- > Emphasizing and encouraging the recruitment and selection of at-large members who reflect the diversity of the community.
- > Including a youth (high school) representative
- > Providing an opportunity for any officially recognized Neighborhood Organization to appoint a representative to the CCI.

Councilor Buehner said she hoped that when the Neighborhood Program is fully implemented the majority of the slots on the CCI can be filled with neighborhood representatives. Assistant to the City Manager Newton said a recommendation from the Neighborhood Program Steering Committee was for each neighborhood to have a CCI representative.

In response to a question from Councilor Buehner about whether Council should consider having a representative from the unincorporated area, Mayor Dirksen said he was not inclined to do that. He said the intent of the CCI is to include members from Tigard neighborhood groups. He said it was a great recommendation to include a youth representative. He said at-large member terms would be good in the interim but there may be a future need to limit the numbers. He suggested that as the group grows and positions are being filled by neighborhood representative, at-large members could campaign to be part of a neighborhood group.

Committee for Citizen Involvement Member Rex Caffall said that bringing in members from outside the committees made sense to him. He encouraged the City to reach out to Pacific Islanders and Latinos. He said teenagers are busy but any involvement from youth is good as they will go back and tell their friends that they have a voice.

Mayor Dirksen asked Assistant City Manager Newton to comment on the recommendations, given her involvement with the CCI. He asked if there should be a limit to the number of people on the CCI. Ms. Newton said she attends most CCI meetings and finds them to be a dynamic group. She said she was supportive and also agreed that over time Tigard should look at drawing more from the neighborhood groups. She said there are presently 13 neighborhoods.

Citizen Caffall said he attends CCI meetings even though he is no longer required to do so as a member of the Planning Commission to attend. He said he shares information with his neighborhood and brings back their input.

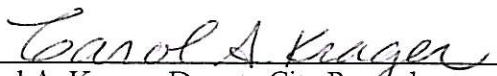
7. COUNCIL LIAISON REPORTS

Councilor Buehner reported that the Tigard Water District, at a special meeting, decided to sue the former board.

8. ADJOURNMENT: 8:32 p.m.

Motion by Councilor Sherwood; seconded by Councilor Buehner, to adjourn meeting.
The motion was approved by a unanimous vote of Council present.

Mayor Dirksen	Yes
Councilor Buehner	Yes
Councilor Sherwood	Yes


Carol A. Krager, Deputy City Recorder

Attest:



Mayor, City of Tigard

Date: 9/25/07